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ABSTRACT

This case history describes the Washington State Career Change Program which is designed to respond to the career needs of unemployed residents who have been laid off or unable to continue their jobs as a result of economic, technological, or health factors beyond their control. The career change program assists these individuals in identifying new career objectives, acquiring job-seeking skills and short-term career training, and in finding viable employment in their chosen career areas. In addition to discussing the overall structure and goals of the program, this case also describes the services offered by the nine contracting agencies which implement the program across the state. There is also a delineation of the program's strengths and weaknesses which have been identified during the first two years of operation, as well as a discussion of changes which are anticipated in the future. The program is operated by the Washington Employment Security Department and is funded through the Comprehensive Employment and Training Act and state funds. (LRA)

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Appendix O I

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THE CAREER CHANGE PROGRAM OF THE

WASHINGTON STATE EMPLOYMENT SECURITY DEPARTMENT

by Paul Ferrini

November 1977

This case history presents an in-depth description of the Washington State Career Change Program. Operated by the State's Employment Security Department and using both CETA and State funds, the Program responds to the career needs of unemployed residents who have been laid-off from or unable to continue their jobs as a result of economic, technological or health factors beyond their control. The Career Change Program assists these individuals in identifying new career objectives, acquiring job-seeking skills and short-term career training, and in finding viable employment in their chosen career areas. In addition to discussing the overall structure and goals of the Program, this case also describes the services offered by the nine contracting agencies which implement the program across the State. Moreover, there is a delineation of the Program's strengths and weaknesses which have been identified during the first two years of operation, as well as a discussion of changes which are anticipated in the future.

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1.0 PURPOSE, TARGET POPULATION, AND SERVICES OFFERED

The Career Change Program of the Washington State Employment Security Department is designed to assist those individuals in the State who are unemployed and who, in order to secure productive employment, must make basic career changes. Any of the following causes of unemployment are considered legitimate reasons for admission into the Program:

(1) economic: the occupation or industry in which the applicant was employed is suffering from a long range economic decline that has created an excess supply of workers;

(2) technological: the job skills of the applicant have been made obsolete by the creation of new techniques/methods that the applicant cannot perform; and

(3) health: the applicant's career field is no longer a viable one for him, due to a health problem which prevents him from performing the tasks required by that career.

Unlike CETA and similar assistance programs, the Career Change Program does not contain restrictions regarding the applicant's income, family size, or social status. It is geared to assist the long time employed, bill-paying taxpayer whose career crisis needs have traditionally been neglected and who in the past may have had to sell home and possessions before assistance was possible.

The program is designed not only to expedite the reemployment of its clients, but also to help alleviate family and other situational crises result-

ing from their involuntary unemployment. The reason for this is that persons experiencing involuntary unemployment may be anxious and disoriented, not only in reference to their career directions, but in relation to their entire life situations and value systems. In response to these considerations, the Career Change Program offers the following services to its clients:

-- employment reorientation;
-- individual counseling and plan of service;
-- shock reduction counseling (family and situational);
-- ongoing support groups;
-- short term vocational or academic training; and
-- temporary and permanent placement assistance.

To insure the effectiveness of the services offered, the Career Change Program requires that the contracting agencies delivering these services facilitate the placement of at least 25% of their clients in career change positions within the first six months of their contract period, and 60% of their clients by the termination date of their contracts.

The Program defines a career change placement as one in which the job duties of the individual are significantly modified. This is determined by a change in the job description, duty statement and/or in the last three digits of the Dictionary of Occupational Titles (D.O.T.) code. Moreover, suitable career change employment is defined by the Program as employment wherein:

-- the salary is at least equivalent to that of the normal entry level position;

-- the work is unsubsidized (thus, not including most CETA employment);

-- the participant is capable of performing assigned tasks on a regular basis without adverse effects to his or her physical or mental health;

-- work assignments are not discriminatory in terms of age, sex, race, religion, or ethnic origin;

-- the work is permanent in nature (generally expected to last at least one year);

-- hours of work conform to those customary to the area and occupation;

-- the work offered is not available as a result of a strike, lockout, or other labor dispute; and

-- the individual is not required to join a company union, or to resign from or refrain from joining any bona fide labor organization.

The information given above applies to the Program's first contract period, from January 1, 1976 to June 30, 1977. Although the purpose, target population, and services offered in the next contract period (1977-1979) are expected to remain similar to the above, readers interested in specific changes are referred to section 12.0 of this case history, which describes the future of the Program in depth.

2.0 HISTORY OF THE PROGRAM

The Career Change Program was conceived by John (Jack) Slee, who has been its director since the Program's inception in 1975. Jack's own career has undergone several major redirections. He worked as an executive for the Coca Cola Company in Asia. Then, after a period of self

questionning and examination of his religious beliefs, he decided to attend seminary and earn a divinity degree. He then became a "worker priest" in the Episcopal order and did extensive work placing minority and disadvantaged persons in jobs. In the course of this work, Jack developed a knowledge of the strengths and weakness of a variety of state and federal government job placement programs.

In 1972, Jack Slee suffered a heart attack, which required his temporary retirement from work and prompted him to again question his long term career and life goals. During this time, he experienced first hand the trauma of being physically disabled and unable to support his family. As a result of his personal experiences, Slee became interested in finding out about others who had become involuntarily unemployed and about what assistance, if any, was being offered to them by their employers or by special government programs. Coincidentally, Jack's interest in involuntary career change developed just when that subject was becoming an issue of nationwide importance. By 1972, the aerospace recession, which had caused massive lay-offs in high technology and related industries, had made involuntary career change a reality for hundreds of thousands of American workers.

Enrolling in a self-designed graduate program at Goddard College, Jack Slee set out to study this phenomenon. He worked with Dr. Ned Caseem of Massachusetts General Hospital, an authority on the physical and psychological effects of involuntary unemployment, and with Dr. Robert Lowenthall, a noted Boston College Sociologist, focusing on the large scale lay-offs of engineers from electronics firms in the greater Boston area.

Jack and his family then decided to move to Seattle, Washington, which was his wife's home town, and where Jack knew he could continue his research,

this time focusing on the massive lay-offs at Boeing. He eventually completed his study and earned a Master's degree in Career Change and Placement from Goddard College.

As a result of his research on Boeing and other firms in Washington, Slee felt that the State would be receptive to a proposal for some kind of program responsive to the needs of those taxpayers who had recently become unemployed and who were not receiving much help either from private industry or from existing government programs. He knew that many legislators were extremely concerned about the situation, and rightly so. The Boeing workforce had shrunk from its pre-recession figure of 120,000 employees down to 40,000 employees, and significant lay-offs had occured in the fishing and plywood industries.

Jack's first source of support for his proposal came from Ernest F. LaPalm, then Assistant Director of the Washington State Employment Security Department, and Ralph Munro, Special Assistant to the Governor, who arranged for Jack to work out the career change model in the Seattle Employment Security Office. Later, the model was expanded and its visibility expedited by Peggy Maze, Social Service Director, and by Pat Gallagher, Public Affairs Consultant, who put the career change concept into legislative language.

However, it was not until the career change legislation received the support and endorsement of John Bagnarial, Chairman of the State House Ways and Means Committee, that its passage became likely. Due to Bagnarial's championship, the legislation received bipartisan support and was approved in the midst of the longest legislature in the State's history. In July, 1975, the career change legislation (Substitute House Bill No. 866) received the Governor's approval. (A copy of the pertinent sections of this Bill and of its 1977 successor can be found in the Appendix to this case history.)

The career change legislation charged the Department of Employment Security with the responsibility for managing the pilot program and for contracting needed services (by competitive bid) from qualified private profit and/or non-profit educational and manpower training agencies. The legislation also stipulated that contracts specify performance criteria and financial penalties for nonperformance.

The Request for Proposal (RFP) for the Career Change Employment and Training Project was issued on October 22, 1975 and proposals were subsequently evaluated by an independent committee. A total of nine contracts were awarded during the period of March - July, 1976.

3.0 FUNDING

Funding for the Career Change Program was unusual in that the 1975 legislation obligated the State Office of Community Development to provide the Employment Security Department with $600,000 of CETA monies to implement the Program in Balance of State areas with a population of 100,000 or less. However, substantial delays in the delivery of these CETA funds were costly to the Program, since six of the nine contracts awarded involved utilization of these funds.

In addition to the CETA appropriations, $150,000 of State Funds were allocated to implement the program anywhere in the state. In actuality, however, these funds were used in prime sponsor areas with a population of 100,000 or more. The remaining three contracts involved utilization of these State funds.

The following table shows the nine agencies to which contracts were awarded, the date they were awarded, the counties served, and the type and amount of funding involved.

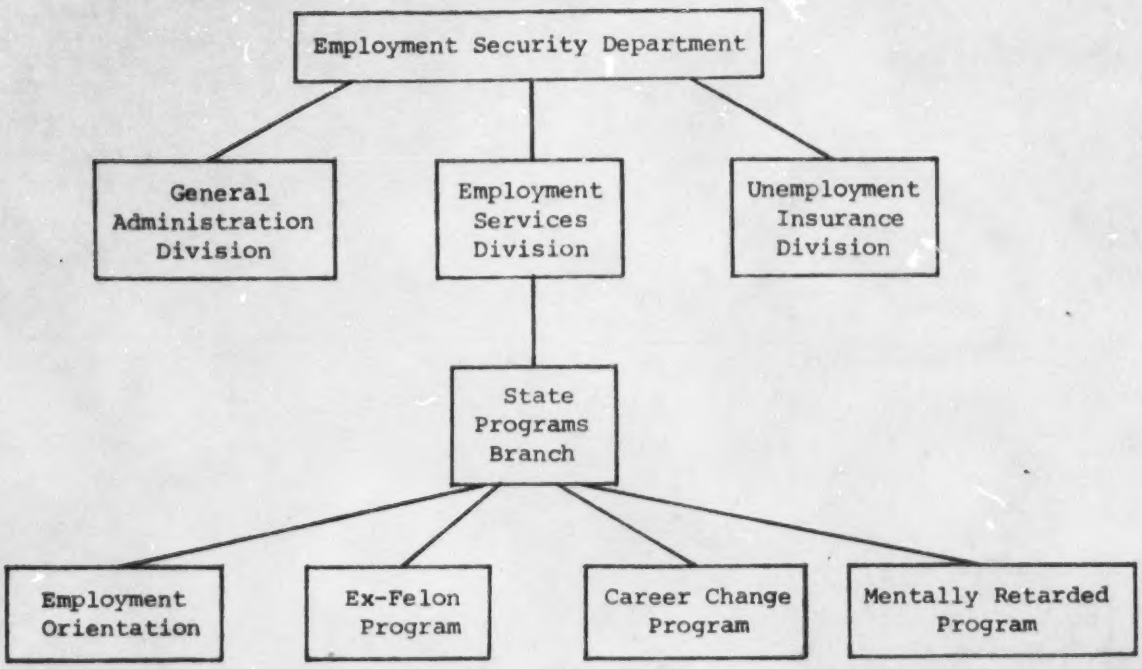
Contractor	Date Awarded	Counties Served	Type and Amount of Funding
Schwary Associates*	January, 1976	King and Snohomish	State (60,000)
Yakima OIC**	January, 1976	Yakima	State (50,000)
Interaction*	November, 1976	Pierce	State (24,000)
Capital Business College*	April, 1976	Thurston, Mason, and Lewis	CETA (101,500)
Modern Business College*	April, 1976	Benton-Franklin and Walla Walla	CETA (166,332)
Counseling Services Northwest**	April, 1976	San Juan, Skagit, and Whatcom	CETA (138,000)
Lower Columbia Community Action Council**	April, 1976	Cowlitz and Wahkiakum	CETA (33,950)
Grays Harbor CAP**	June, 1976	Grays Harbor and Pacific	CETA (15,536)
Peninsula Community College***	June, 1976	Clallam and Jefferson	CETA (15,000)

*private profit **private non-profit ***public non-profit

4.0 ORGANIZATIONAL STRUCTURE AND INTERNAL POLITICS

The following chart shows the organizational structure of the Washington State Employment Security Department during the Career Change Program's initial contract period, 1975-1977.*

*The Department is currently experiencing a major reorganization. However, because several major staff transitions and Branch definitions have not been finalized at the time of this writing, we will not attempt to describe the specifics of the reorganization in this case history.



As can be seen from the above organizational chart, the Career Change Program is one of four programs constituting the State Programs Branch of the Employment Services Division. This Branch was created specifically to administer State programs and monies. Although organized within the Employment Security Department, the State Programs Branch is the only operation which does not administer Department of Labor (Federal) programs and monies. As such, it is an operation which has had a great deal of autonomy from the other Branches and Divisions within the Department of Employment Security.

This autonomy has been an asset in as much as it has enabled the State Programs Branch to respond directly to the needs of special target populations within the State. However, the autonomy of the Branch has also resulted in isolation from and poor communication with the overall organizational hierarchy of the Department, to which the Branch is ultimately accountable.

Generally speaking, the Career Change Program has shared in this autonomy characteristic of State Programs. However, because CETA funds represent the major funding source for the Career Change Program, the Program has had to operate within the structure of CETA regulations. Also, because the Career Change Program is the newest of all State Programs and because it has been viewed as Bagnarial's political brainchild, the Program has been a key target for criticism from Bagnarial's opponents in the legislature. These factors have made the Career Change Program more subject to outside administrative and political pressures than other State Programs.

These difficulties are expected to be resolved in the next contract period (1977-79). The success of the first two pilot years have given the Career Change Program a more secure status within the Department and made it less vulnerable to political harrassment. Also, the Program will be funded entirely by state monies in the new contract period, and will thus be granted the type of autonomy characteristic of other State Programs.

Moreover, current reorganization of the Employment Security Department may help to make the organizational hierarchy more aware of and responsive to the needs of the State Programs. However, it is still too soon to tell whether or not the reorganization will have this intended result.

5.0 PROGRAM COMPONENTS: CONCEPTION AND ACTUALIZATION

Contractors for the Career Change Program were chosen based on their ability to deliver counseling, training and placement services to their career change clients. This section will describe what those services are, as defined in the 1975 RFP, and discuss in general the ability of the contractors to

actualize the program components stated in the RFP. Section 7.0 will describe in greater depth the experiences of each individual contractor.

5.1 Enrollment and Orientation

As expected, many referrals to the program contractors came from the local Employment Security offices and the Department of Vocational Rehabilitation. In addition to such referrals, many contractors advertised their career change services in local newspapers and on radio stations. Generally speaking, contractors had little difficulty recruiting clients. In fact, several contractors attracted more applicants than they could possibly serve. Because of the performance criteria involved in the contracts, some contractors (particularly the profit-making firms) attempted to admit as many clients as qualified for the Program, without full regard for their ability to deliver services to their clients. In such cases, clients were often rushed through the counseling and support phases of the Program in order to secure placements for them as soon as possible.

All contractors were required to provide reemployment orientation and an individual plan of service for each client. The former component was designed to provide clients with job seeking skills, psychological support, and current job market information to facilitate reentry into the workforce. The latter component was designed to insure that each client was able to state long and short range career goals, the steps needed to pursue these goals (including counseling and training), and a timetable estimating how long it would take to complete each of the specified steps. In actuality, reemployment orientation sessions ranged from one day workshops to one week intensive programs, depending on the skill and commitment of the contractor. Similarly,

individual plans of service ranged from general short range statements of intent to highly detailed agendas that clearly reflected a high degree of client assessment and career planning. The amount and type of assessment testing also varied widely. Some contractors used only the GATB test; others used the Quest questionnaire developed by the Washington Occupational Information Service (WOIS), as well as other interest inventories and vocational assessment tools.

5.2 Counseling and Support Services

All contractors work with their clients in regular individual counseling sessions. These sessions usually take place on a weekly basis, and tend to be more intensive in the early phases of client participation in the program. Individual Counseling deals primarily with career clarification and confidence building. In some cases--especially when contractors utilize trained counselors--the counseling also involves in-depth treatment of personal and family issues which impinge upon career issues.

All contractors are expected to perform shock reduction counseling. This involves family counseling sessions, in which the families of clients are assisted in adjusting to the client's loss of employment and in understanding the kind of support they can give the client at home; and situational counseling, in which clients are helped to readjust their consumption patterns and overall lifestyles to their financial realities. Situational counseling also involves a description of relevant community resources which can assist clients and their families with financial and related difficulties. The amount of shock reduction counseling offered to clients once again depends on the expertise and commitment of the individual contractors. In some cases, this kind of counseling is offered as an optional workship; in other cases, it is an

ongoing concern and families are involved frequently in group activities and/or are brought into individual counseling sessions.

Contractors are also expected to arrange for regular client-directed support groups, in which clients can share their ideas, frustrations and accomplishments. Some contractors have placed great emphasis on such groups; others have tended to emphasize individual counseling over group work.

Other informal support services have been developed by some of the contractors. These include special intensive groups, weekly coffee hours, outside speakers, general drop-in policies, and even home visits. These special support services will be described in Section 6.0 of this case history.

5.3 Training Arrangements

The Career Change Program provides monies for training when the client requires further education in order to effect a career change. Payment for training can be made to a client chosen school or agency only during the contract period. As a result, long-term education is discouraged unless the client has the resources to pay for this. Although all contractors have made use of training monies for a few clients, training options were underutilized during the first contract period. In attempting to meet the 60% placement requirement, most of the contractors did everything they could to insure that their clients were placed by the end of the contract period. In some cases, this meant that a contractor would deemphasize the availability of training, since clients in training at the end of the contract could not be counted as career change placements.

Most of the clients who did take advantage of training opportunities enrolled in courses which would give them basic skills leading to employment:

Ironically perhaps, the clients who made the most dramatic career changes more often than not did not pursue training agendas.

The responsibility for poor utilization of training is partly the client's. Many Program participants simply wanted to find jobs as soon as they could. Some were so financially desperate that they would not even consider training as a possibility.

In many cases, short term training opportunities were scarce in the communities served by contractors. Clients seeking a specific type of training option would sometimes discover that they would have to travel 100 miles to find it. Although some of the contractors were aware that an inter-program referral process might be the answer to this type of difficulty, this process has not yet been created.

5.4 Placement

The Career Change Program requires contractors to perform both temporary and permanent placement activities. Temporary or part-time placement is necessary when the client must support himself and/or family during his enrollment in the program. In cases where this is required, program participants are still working toward a future permanent placement option. Those participants who do not have to accept immediate employment usually do have greater access to program services, and can spend more time preparing for meaningful jobs.

The emphasis given to job development varies among contractors. Some contractors consider it a primary portion of their services and employ part-time or full time job developers to research and broker job opportunities in the community. This is particularly true of those contractors who serve counties where there is high unemployment and/or where employment is concentrated in a

specific industry. Other contractors maintain that it is the client's responsibility to find appropriate work and concentrate more time and energy on teaching job finding techniques than on developing jobs. Regardless of the emphasis, however, all contractors do spend some time developing jobs for their clients.

As we mentioned before, all contractors must place at least 60% of their clients in permanent career change positions by the end of the contract period. (See section 1.0 for a definition of career change placements.) Obviously, this particular performance criteria is a double edged sword. On the one hand, it helps to make the contractor accountable for the quality of services delivered to clients. On the other hand, it tends to encourage contractors to emphasize job development and placement over counseling, training and other support services. When this is the case, career change clients may not be making self-directed career choices. As a result, some of them may be forced to repeat the career change process again. Since such clients probably did not participate extensively in individual counseling and shock reduction groups, they may not be equiped to go through the career change process by themselves.

Regardless of the advantages of the 60% placement criteria, contractors we interviewed clearly saw it as an obstacle to their work with clients. Some contractors mentioned examples of clients they had worked with intensively, yet had not been able to include in their placement statistics. Some of these individuals were never enrolled in the program, but were assisted anyway because their needs were so substantial. Others were enrolled throughout the entire program, but elected to pursue long-term training or to accept jobs in their previous career areas.

Although the Career Change Program includes no formal mechanism for evaluating such special cases, Jack Slee, the Program Administrator, indicated

that the 60% placement criteria was not inflexible. In fact, he cited an example of one contractor which had not met the criteria, primarily as a result of severe economic conditions in the counties that contractor had been serving. In this particular case, the services offered by the contractor had not been deficient, and the contractor will have a good chance of continuing its services during the new contract period. Whether formal or not, such flexibility becomes an important ingredient in the successful management of the program.

5.5 Follow-up of Participants

The Career Change Program requires contractors to submit monthly follow-up reports which describe the client's progress through the program, the problems encountered, and the degree to which the client is meeting the agenda and time-table stated in his or her career change plan. This monthly report is viewed as necessary support for the contractor's billing for services rendered to clients.

In order to collect valid information for these reports, contractors must monitor the progress of their clients from the day of enrollment through counseling, training, and placement. Contractors are also expected to perform a final follow-up after a client has been placed and has worked 30 days in the new position. Once this final follow-up report has been submitted and accepted by the Program Administrator, the client is considered a completion for the contractor.

In some cases, contractors have done 60 and 90 day follow-ups on their clients who have been placed. While this may not necessarily be the contractor's stated policy, individual counselors often take this initiative because of their concern for and commitment to assisting the client readjust to employment. Often, clients who complete the Program are told by their counselors that they are welcome to come back for counseling or any other assistance when they need

it. Many clients have taken advantage of this open door policy. Moreover, some contractors have invited clients who complete the program to share their experiences with newer clients in regular open-ended support groups. This arrangement has served as a primary motivator of clients in the first phases of the Program, and has helped to reaffirm the contractor's continued interest in the experiences of its career change graduates.

6.0 DESCRIPTION OF THE CONTRACTORS AND THE SERVICES THEY OFFER

In the course of our site visit to the Washington State Career Change Program, we were able to talk to Career Change Program staff at seven of the nine agencies which were awarded contracts. Yakima OIC and Grays Harbor CAP were the two contractors which we were unable to visit. Although the services offered by these two contractors are briefly described below, it should be noted that the information presented was provided by the Program Administrator, and not by the contractors' staff. To some extent this is also true of the descriptions of Interaction and Capitol Business College, where key program staff were no longer employed and their replacements were not sufficiently oriented to the Program to answer our questions in detail. With these exceptions, then, the following descriptions represent the perceptions of the Career Change Program staff at each of the contractors we visited.

6.1 Schwary & Associates

Schwary and Associates is a private profit-making Career Development Center which has been serving clients in the Seattle area for 15 years. About 50% of Schwary's clients are individuals exploring career development and career change options. The remaining 50% are individuals seeking one or two of Schwary's

specific services such as the resume preparation service, the job finding program, or the career and lifestyle planning program. Full time staff of the firm include three full time counselors, and four administrative and support persons.

Schwary and Associates was awarded a Career Change contract in January, 1976. $50,000 in state monies were appropriated for Schwary's services to career change clients in King and Snohomish Counties. Later, because the firm was having difficulty recruiting clients in Snohomish County, Schwary was awarded $10,000 more to recruit the needed clients, a task the firm failed to perform. In the course of its contract, Schwary and Associates worked with 105 career change clients, placing 64 of these clients (61%) in permanent career change positions.* Services for these clients resulted in an expenditure of $56,075 total, and averaged out to $556 per client.

Three full time staff members were responsible for providing services to career change clients. Their backgrounds are primarily in the business area. One has a degree in business administration and management; the other two have substantial experience in marketing, advertising and management. As a result of the lack of staff training in career counseling and assessment, Schwary has focused more on helping clients learn and implement job finding techniques than on in-depth career or situational counseling.

The Schwary Career Change Program involves individual career planning sessions offered once per week for an average of four weeks. Career Planning at Schwary focuses on helping the client to develop a positive self concept, to concentrate on personal assets, and to clarify those skills which are transferable to a new employment context.

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*Throughout this case, placement figures mean that a client has been working in a new job for 30 days.

In addition to career planning, clients have the option of attending daily workshops, which cover some 22 subject areas ranging from self-image psychology to interview skills. Most of these workshops are offered to all Schwary clients and no distinction is made between a self-paying client and a Career Change Program client. These workshops, which usually last from two to four hours, are repeated every three weeks, allowing clients the opportunity to participate in as many sessions or repeat as many sessions as they feel are necessary. These workshops are designed in house, as are the series of interest inventories which are used in conjunction with the workshops and individual counseling sessions.

Schwary's clients are encouraged to come into the offices every day either for counseling sessions, workshops, or independent research on labor market trends and specific employers. To help in their job search, Schwary's clients have access to such services as resume and cover letter typing and printing, a resource library, and a telephone answering service.

For motivated clients, Schwary and Associates provides a step by step process from unemployment to employment. As long as the individual client enters the Schwary program ready to begin the work of managing his or her career development, that client can expect to leave the program after five to seven weeks of intensive participation, which is the goal of the Schwary program.

However, clients who enter the program with less motivation and more confusion concerning their careers and personal lives may not find at Schwary the kind of in-depth personal, family, and career counseling services they need in order to adjust to the demands of a new career. Although three family oriented workshops were offered during the early stages of the program and some personal

and family counseling was incorporated in the context of individual career planning sessions, such services are clearly not priorities in the Schwary program.

Other program limitations include the absence of job development services for clients who need them, and the deemphasis of training as a viable option for clients without marketable skills. Only 6 of the 105 Schwary clients participated in training opportunities, a small number when measured against the large number and variety of training options available in the Seattle area.

Unfortunately, Schwary and Associates were unable to schedule appointments with career change clients. Because of this lack of interview data, we are unable to present a range of client experiences with and perceptions about the Schwary Career Change Program.

6.2 Yakima OIC

Yakima OIC was one of the two contractors we were unable to visit. A private, non-profit agency with experience in providing entry level vocational training to minority and disadvantaged persons, Yakima OIC was awarded a Career Change contract in January, 1976. $50,000 in State funds were appropriated for the Yakima program serving Yakima County. 3 staff members were responsible for operating the Yakima Career Change Program. In the course of its contract, Yakima worked with 71 career change clients, and placed 55 of them in permanent career change positions. Total expenditures for the Yakima program were $50,000 , or an average of $746 per client.

One important facet of the Yakima program which deserves mention is its high percentage of clients who were working as migrant workers before they entered the program. Initially, migrant workers were not considered qualifiable career change candidates. However, after a series of discussions between Jack

Slee, Program Director, and the Yakima program staff, a decision was made to include migrant workers in the Career Change Program. This was done because many of the migrant workers could not find jobs in Yakima County due to the economic decline and increased automation in the farming industry. This redefinition in the requirements for program admission, along with the displaced homemaker decision (see Lower Columbia CAC description), represent key instances when Program administrators and their supervisors in Employment Security responded to the crucial employment needs of communities and the contractors serving them.

6.3 Interaction

Interaction is a private profit-making firm with five years of experience operating employment programs in both the public and private sector. Interaction was awarded its Career Change contract in November, 1976. $24,000 in State monies were appropriated for the Interaction program serving Pierce County. The program staff included a part-time administrator, a full time counselor and a full time job developer. Of these staff members, only the career counselor had clinical training.

One of the smaller programs, Interaction worked with 35 career change clients, placing 21 of them in permanent career change positions. Total expenditures were $20.680 , or an average of $591 per client.

Because the Interaction contract was awarded with only a few months remaining in the contract period, and because the program experienced staff difficulties, Interaction's career change services were not as successful as expected. At the time of our site visit, none of the original staff members were working at the firm. As a result, we could obtain little direct information about the program design. Moreover, we were unable to obtain client perceptions about the program, since participants had not been scheduled for interviews.

The body of the information collected at Interaction consisted of details concerning the early history of the firm and a description of career change services planned for the new contract period, should Interaction's contract be renewed. In the course of hearing the early history, we learned that Mike McManus, the founder of Interaction, had operated a career change retraining program for Boeing workers sponsored by the United Way. Because of its relevance to the general subject, we have included a description of the program in the appendix to this case history. As for the career change services planned for the next contract period, they suggest a much more thorough and structured approach. However, since contract decisions are still pending, we have not included this information in this case history.

6.4 Modern Business College

Both Modern Business College and Capitol Business College (the latter to be discussed in brief in the following section) are part of Trend Systems, a profit-making corporation which includes 13 business colleges in Washington and Oregon. Although the Career Change Programs at Modern and Capitol are run autonomously, Trend has ultimate responsibility for their success or failure. Mike Moises, Director of Special Projects for Trend, is the supervisor and monitor of both the Modern and Capitol programs. Trend Systems was awarded the largest contract for the first funding period.

Modern Business College was awarded a career change contract in April, 1976. $166,332 in CETA funds were appropriated for the Modern program serving Benton-Franklin and Walla Walla Counties. In the course of its contract, Modern enrolled 382 clients, placing 229 (60%) in permanent career change positions. A total of $149,820 were spent by Modern, or $405 per client.

In addition to Mike Moises, the Modern program has 2 staff in its Kennewick office, and one staff member in its satelite office in Walla Walla. Due to the large numbers of persons employed by contractors of the Energy Research and Development Administration (ERDA), there is little unemployment in the area served by the Modern program. However, many of the clients in the Modern program were farm laborers who could not get agricultural work because of a severe drought in the area. The majority of these clients were placed in temporary jobs while they received entry level training or they were placed in on-the-job training (OJT) slots with ERDA contractors. Of the 382 clients enrolled in the Modern program, 83 (22%) pursued academic or vocational training. Approximately 80% of the Modern career changers moved from farm work to employment with one of the ERDA firms. However, due to the diversity of jobs available in the new industry, the types of career changes involved varied more than might be expected from a single industry placement pattern.

Because many of the Modern clients are over 40 and have been out of the workforce for some time, the Modern staff devotes a major percentage of time and energy to reemployment orientation, situational counseling, and training. Reemployment orientation workshops utilize industry personnel to teach resume writing and interview skills, and clients are frequently referred to the community college for the GATB and other vocational and career assessment. Situational counseling concerning personal and family issues is a regular part of the individual counseling agenda, and shock reduction sessions with clients and their spouses are offered at least two hours per week throughout the program. Referrals to outside social service agencies are made whenever clients need more in-depth personal and family counseling than the career change staff can provide. Although some of these issues are addressed in weekly peer counseling groups,

some clients have felt threatened by participation in these groups and have been allowed to drop out.

Although Modern Business College training programs have been utilized by a small number of career change clients, most clients have been referred to vocational-technical schools and community colleges for short term training. Early in the program, during the career exploration phase, clients are encouraged to do research on schools and companies which may be relevant to their career plans. As a result, clients usually know where they want to go for training when they are ready to pursue it.

Job development and follow-up activities are highly emphasized in the Modern program. Frequent face-to-face and telephone contacts are made with employers, and regular presentations are made to service clubs where employers can be contacted more informally. Because Personnel Directors, particularly from ERDA firms, participate in some of the reemployment orientation activities at Modern, they are more willing to extend themselves for clients of the program. Often personnel representatives conduct interviews at Modern in order to make the interview process less threatening for clients.

Maintaining good relationships with area employers is important not only to insure the continued vitality of Modern's Career Change program, but also to insure that its business students have quality employment opportunities As a result, Modern performs regular follow-ups to monitor the progress of its clients. Clients in training are contacted once each month, and clients who have been placed are contacted after the first week, and then at monthly intervals for the next 90 days.

Although 30, 60, and 90 day follow-ups are required by CETA, Modern follow-up procedures appear to be more thorough than those of other Career Change

contractors. Each month after placement, clients are scheduled for interview sessions, and employers are contacted to ascertain whether the placement is working to the satisfaction of both parties. Moreover, Modern staff members have visited clients on the job when clients have needed additional support. Many program graduates have continued to interact with the program, often coming in to share their work experiences with new clients. In many cases, employers grant them release time to perform this service.

Although the services offered by the main office in Kennewick and its satelite office in Walla Walla are similar, the differences in program clientele and staff should be noted. Because one of the State correctional institutions is located in Walla Walla, there are a large number of ex-felons who take advantage of the program. Moreover, many ex-felon wives and their children have relocated in Walla Walla in order to be near their husbands. Sometimes, shortly after their husbands are released, their marriages fail, and these women come to the Walla Walla office for assistance. Ted McLean, a graduate of the Modern program in Kennewick and an ex-felon, was hired to open and operate the Walla Walla office. Ted's background is quite different from that of Joe Jarrel, who is director of the Kennewick office and has four years of counseling experience. Ted worked as a bartender for many years before being incarcerated for five years. In accepting a staff position in the Modern Career Change Program, Ted made a radical career change. Because of Ted's personal background and its relevance to the clientele in the Walla Walla office, Ted spends a great deal of time working with ex-felon issues and coordinating career change services with other services offered by the Corrections Clearinghouse and other ex-felon programs. Ted and the Walla Walla office offer another example of how the Career Change Program has been adapted to meet the needs of a specific clientele group.

6.5 Capitol Business College

Capitol Business College was awarded its Career Change contract in April , 1976. $101,500 in CETA funds were appropriated for the Capitol program serving Thurston, Mason, and Lewis Counties. In the course of its contract period, Capitol Business College worked with 179 clients and placed 115 (64%)in permanent career change positions. Program costs averaged $601 per client.

Although the Capitol program was similar in design to the Modern program, there were important differences between the programs in terms of clientele, staff expertise, and overall service delivery. Unlike the Modern program, Capitol enrolled a greater percentage of women than men. Many of these women were directed toward secretarial training and employment, because of the demand for secretaries in the Olympia area. This meant that Capitol provided a great deal of the training which was pursued by clients. Moreover, the two full time staff of the Capitol program experienced considerable difficulty in meeting the counseling needs of their clients. The Director, a retired military officer, had little counseling experience and was unable to develop rapport with his clients; and his assistant, who had some experience in correctional counseling, was also unable to deliver the kind of services needed by the program clientele.

Because staff changes had already been effected by the time of our site visit, we were unable to interview the two staff members responsible for operating the Capitol program. However, we were able to interview two clients, one who had been successfully placed in a secretarial position and another who was in a secretarial training program at Capitol. Both clients indicated that they had received minimal counseling services. The woman who had been successfully

placed had not effected a career change, and the other woman was experiencing difficulty in her typing course because of her back problem, a fact that confirmed her statement that she had received minimal career counseling.

Although we cannot make a general statement about the Capitol program based on these two interviews, the Career Change Program Administrator indicated that such cases were not unusual during the first contract period. However, it is anticipated that the Capitol program, should it be awarded a new contract, will be staffed with more experienced persons. The new director, for example, will be a woman who worked with the State Program Unit during the first contract period. Moreover, Trend Systems plans to monitor the Capitol Program more intensively.

6.6 Counseling Services Northwest

Counseling Services Northwest is a private, non-profit agency, which was established in 1975 to deliver broadly conceived counseling services to residents of the Mt. Vernon and Bellingham areas. Because career counseling, as well as personal, marriage, and family counseling, were central to the Agency's services, the Career Change Program contract became a natural extension of these services when the contract was awarded in April , 1976. $138,000 in CETA funds were appropriated for the Counseling Services Northwest program serving San Juan, Skagit, and Whatcom counties. In the course of the contract period, the Agency worked with 194 clients, placing 126 (65%) of them in permanent career change positions. A total of $138,000 were spent on program operation, or $393 per client.

In addition to its main office in Mt. Vernon, Counseling Services Northwest operates an office in Bellingham. Moreover,

three outreach stations, shared with other agencies, are manned one day/week in smaller communities. As a result, residents in the three counties served by the program have easy access to one of these centers or outreach stations.

Nine staff members operate the Counseling Services Northwest Career Change Program. They include the Program Director, two full time counselors, a full time job developer, and an office manager-counselor aid. Two of the staff members have extensive clinical and career counseling experience, and these two staff members, along with the job developer, have trained the remaining staff in counseling and job development techniques. As a result of staff expertise and Agency policy, Counseling Services Northwest devotes more time than other contractors to in-depth personal, family and career counseling. Individual counseling sessions involve at least five hours per client per month. In some cases, counselors will spend as much as twenty hours per month in individual sessions with clients who need special help. Moreover, about two thirds of the career change clients receive in-depth marriage or relationship counseling. Relationship counseling is handled as a part of regular counseling sessions. However, in more difficult cases, special sessions are arranged with the Agency Director, who has extensive experience as a marriage and family counselor.

Counseling Services Northwest's intake procedure is an important facet of the program. Applicants for the program participate in an intensive interview, in which the program is described to the applicant and the interviewer ascertains whether the applicant meets the program eligibility requirements. Should the applicant be eligible and interested in participating, he or she must attend a three day Career Determination Workshop. In the course of the workshop, potential clients can decide if the program will meet their needs, and the career change staff can decide if the client's expectations and goals

are in harmony with the program's service delivery capability. Some clients have been referred to other agencies when it has been determined that they have severe psychological problems, drug and/or alcohol abuse problems, elaborate educational expectations, or a lack of interest in setting career goals. On the other hand, clients who have relationship or other problems which can be dealt with in conjunction with career counseling are enrolled in the program and spend two days refining issues raised by the workshop in one-to-one counseling and small group sessions. At the end of the one week orientation program, most clients are able to make some sort of career determination based on the abilities, aptitudes, and interests they have identified during the week. Assessment is informal and clients are not asked to take vocational tests unless there is a real need for them to do so. Instead, clients are sometimes given projects to work on which will demonstrate their skills or lack of them. Sometimes training needs become obvious through these informal activities.

Counseling Services Northwest has utilized training for its clients more than any other contractor. Of the 194 clients enrolled in the program, 70 (36%) entered short term training programs; of these 70 clients, 55 completed their training and 11 were still pursuing training options at the time of our site visit. Extensive Community Outreach work, both for the Career Change program and for other Agency services, has resulted in a comprehensive file of training opportunities available in the three county area. Career Change clients have clearly taken advantage of this file to find appropriate training opportunities.

The assistance of a full-time job developer with extensive community contacts has helped many career change clients to find productive employment. Over 400 contacts with local and regional employers were made during the contract period. Although most clients were able to find desired jobs utilizing their

job seeking skills, some 40% of those clients who made successful career changes were given leads resulting in employment by the job developer. Moreover, several clients received substantial counseling and referral assistance from the staff when they were in the process of establishing their own businesses. Examples include a sanitation worker who became a wholesale distributor of auto parts, a bartender who started a restaurant supply business, and an aircraft technician who set up a small engine repair shop.

A few important differences between the Mt. Vernon and Bellingham offices should be mentioned. Bellingham is, to begin with, a much larger city than Mt. Vernon. As a result it has many more opportunities for clients who wish to pursue short-term education or training. Accordingly, the Bellingham office has emphasized training, whereas the Mt. Vernon office has tended to emphasize job placement. The Bellingham office also has more women and older persons than the Mt. Vernon office; in response to this, the Bellingham staff has operated a weekly support group for women going through divorces, and has utilized several outside consultants to provide inservice training on counseling older persons. The Bellingham office has also placed a greater emphasis on spouse participation than has the Mt. Vernon office. Examples of this are the intensive partner session offered during orientation, and the ongoing family nights offered throughout the client's participation in the program.

6.7 Grays Harbor CAP

Grays Harbor CAP was one of the two contractors we were unable to visit. A private, non-profit agency, Grays Harbor was awarded a Career Change Contract in June, 1976. $ 15,536 in CETA funds were appropriated for the program serving Grays Harbor and Pacific Counties. During the short life of its

contract, Grays Harbor CAP enrolled 38 career change clients, placing six (16%) in permanent career change positions. Program expenditures totaled $9,249.

According to the State Program Administrator, inadequate staff was one of the primary reasons why Grays Harbor CAP was unable to meet the Program's 60% placement requirement. As a result, Grays Harbor CAP's contract was terminated by the State Career Change Program Administrator in February, 1977. This was the only contract to be terminated during the 1975-1977 contract period.

6.8 Lower Columbia Community Action Council

Lower Columbia Community Action Council is a private, non-profit agency with community employment development concerns. Lower Columbia was awarded a Career Change contract in April , 1976. $ 33,950 in CETA funds were appropriated for the program serving Cowlitz and Wahkiakum Counties. In the course of its contract period, Lower Columbia enrolled 66 career change clients, placing 44 (71%) of them in permanent career change positions. Program expenditures totaled $ 27,922, or $423 per client.

One of the smaller career change contractors, Lower Columbia employs three staff members, one full time administrator-counselor and two half time counselors, to operate the program. The program includes regular weekly individual counseling and workshops focusing on personal assessment (skills, interests, aptitudes, etc.); career orientation (library research, field assignments); and job seeking skills (resume preparation, interview techniques, etc.). Individual counseling involves an average of one hour per week for each client.

The Lower Columbia program has emphasized the availability of training by bringing in counselors from educational institutions to talk with students.

This has helped some of the clients overcome their fears of returning to the classroom; however, the program staff indicated that most clients perceived the local community college as an institution serving younger people and felt that the community college had not done all that it could to break down that stereotype. Nevertheless, Lower Columbia was able to involve 15 of the 66 career change clients (23%) in some formal training option.

The Lower Columbia program does very little formal job development for clients. Instead, the staff uses its informal network of personal and workshop contacts to get job leads which are passed on to career change clients. In addition to this, clients are encouraged to use their field work assignments to make future employment contacts. Often such contacts have led directly to employment.

Once their clients have been placed in jobs, Lower Columbia begins a series of regular clients follow-ups. In addition to the follow-up sequences required by CETA, six and twelve month follow-ups are implemented by the program staff. This is a combination of Agency policy and the dedication of staff counselors who maintain a vital interest in their clients after they leave the program.

Perhaps the most significant contribution Lower Columbia Community Action Council has made to the State Career Change Program has been its insistence that displaced homemakers be qualifiable for the Program. The Lower Columbia staff members (all of whom are women with a vital interest in women's issues) were highly frustrated by the number of displaced women who applied for the program and were rejected. They initiated a series of discussions with Jack Slee, the State Career Change Program Director, who supported them and eventually convinced Employment Security to reverse a prior ruling which had disqualified displaced homemakers from the program. This policy reversal

made it possible for Lower Columbia and other Career Change contractors to admit displaced homemakers into their programs. Although other contractors responded to this opportunity, Lower Columbia was the only contractor which designed a special program for displaced homemakers.

Lower Columbia's Displaced Homemaker program began in April, 1977. Its services differ from those offered to other career change clients in that they are more intensive. Displaced homemakers, for example, receive more individual counseling than the typical career change clients. In many cases five hours per week are devoted to individual work with a particular displaced homemaker. Workshops for displaced homemakers also require a greater investment of time, covering such subjects as assertiveness training, financial management, and discrimination laws, in addition to the regular workshop subjects.

Lower Columbia defines the displaced homemaker as a person who has spent most of his or her life in the home and who, because of divorce, widowhood, separation, or incapacitation of the spouse, must become the primary breadwinner for the family. Seven displaced homemakers participated in the Lower Columbia program during the last four months of the contract period. However, the program already has a long list of displaced homemakers who wish to be admitted for the next contract period, should the contract be renewed. Moreover, it is expected that at least one-third of the career change clients for the next contract period will be displaced homemakers.

Unfortunately, time limitations made it impossible for us to interview any of the displaced homemakers who participated in Lower Columbia's Career Change program. However, recognizing the importance of the displaced homemaker concept, we are including in the appendix a short composition written by one of the women involved in the Displaced Homemaker Program.

6.9 Peninsula Community College*

Peninsula Community College was awarded a career change contract in June, 1976. $15,000 in CETA funds were appropriated for the Peninsula program serving Clallam and Jefferson Counties. In the course of its contract, Peninsula Community College enrolled 49 clients, placing 31 (63%) of them in permanent career change positions. Program expenditures totaled $15,000, or $306 per client.

A part time administrator-counselor, Dick Hendry, and a full time coordinator, Harriet Buchman, operated the Peninsula program. However, because the administrator was also Director of Counseling for the College, the coordinator was the primary person serving clients.

Inspite of Dick Hendry's close ties with the College, he was never able to get full institutional support for the program. The College, realizing that performance criteria were involved in the contract, became alarmed that the career change program would not meet its placement requirements. As a result, the College asked Dick Hendry to set up his own agency, which would be responsible for any financial losses resulting from non-performance. Although this was done, the request reflects the non-supportive attitude toward the program, which the College maintained throughout the initial contract period.

However, the College's concern about non-performance was not unfounded, since the program had substantial difficulty in placing clients early in the contract period. One of the major reasons for this difficulty was the high unemployment rate in the communities served by the program. Moreover, many clients, for

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*Peninsula Community College was the only public institution to be awarded a career change contract. Although the legislation specified that the contracts be awarded to private agencies, Peninsula became an exception when no other contracts were proposed for that area of the state. During the next contract period, such exceptions will be unnecessary, because the new legislation enables public educational institutions to contract to provide Career Change Program services.

health reasons, could not consider jobs in the lumber industry, which employs the greatest number of community residents. Yet, inspite of these difficulties, which clearly lowered both staff and client morale early in the contract period, the program was eventually able to exceed its 60% placement requirement.

The chief strength of the Peninsula program was the amount of time devoted to individual counseling sessions with clients. Many of the clients had been unemployed for long periods of time, had families to support, and desperately needed two things: emotional support and jobs. Due to the dedication and responsiveness of Harriet Buchman, the program's coordinator, these primary client needs were admirably addressed. In fact, many of the clients who were placed in career change positions found their new jobs by pursuing Harriet Buchman's informal leads and community contacts.

Because short-term training options were scarce and because most of Peninsula's clients required immediate employment, very few clients pursued career training. Given the employment picture in the communities served by the program, the need for viable training and retraining options, as well as for extensive job development activities, should be evident. However, with one full time staff person serving some 50 clients, such program services could not possibly have been offered during the first contract period. In order to provide these needed services in the future, more program staff will be required.

Should the program's contract be renewed, Peninsula Community College will no longer be involved. Instead, the program will function out of Olympic Educational Services (Dick Hendry's agency), with its office in downtown Port Angeles. This new location and agency base will help the program to be more accessible and responsive to those clients who need it most.

7.0 OVERALL PROGRAM STATISTICS

A total of 1,119 clients were accepted into the Washington State Career Change Program. About 54% of those accepted were men and 46% were women. Approx-

imately 585 (52%) were accepted based on health factors, 406 (36%) were accepted based on economic factors, and 128 (12%) were accepted based on technological factors. The average age of Program participants was 36.

Of the 1,119 clients accepted into the Program, 117 (10%) either dropped out or were terminated by contractors; 668 (60%) were placed in permanent career change positions; 24 (2%) were placed in non-career-change positions; and 309 (28%) were still enrolled in the program at the end of the contract period.

266 (24%) of the 1,119 clients received formal training. Of these, 41 (15%) dropped out of training; 166 (62%) were placed in permanent career change positions; 13 (5%) were placed in non-career-change positions; and 52 (20%) were still in training at the end of the contract period.

The table on page 36 presents a breakdown of these statistics by individual contractor. Please note that training statistics, which are given separately for purposes of comparison (above and in the table), are part of the total program statistics.

8.0 INTERVIEWS WITH CAREER CHANGE CLIENTS

In the course of our site visit to the Washington State Career Change Program, we were able to interview clients at Peninsula Community College, Capitol Business College, and Counseling Services Northwest. Lower Columbia Community Action Council had arranged interviews with clients, but we were unable to pursue these interviews because of time limitations. Because our interviews with Modern Business College staff took place in Olympia, rather than Kennewick, interviews with Modern clients were impossible. As we mentioned before, Grays Harbor CAP and Yakima OIC were not visited. The remaining two contractors, Interaction and Schwary and Associates were either unable or unwilling to schedule interviews with their clients.

Breakdown of Statistics by Individual Contractor

Contractor	Intake and Demographic Data							Training Data					Total Program Placement Data			
	Total # Accepted	% of Men	% of Women	% Health	% Technological	% Economic	Average Age	# Placed in Training	% of These Dropped Out	% of These Still in Training	% of These Placed in Non-CC Positions	% of These Placed in CC Positions	% of Total Dropped Out or Terminated	% of Total Still Enrolled at End of Contract	% of Total Placed in Non-CC Positions	% of Total Placed in Permanent CC Positions
Schwary & Associates	105	70%	30%	28%	13%	59%	39	4	-	25%	-	75%	13%	24%	2%	61%
Yakima OIC	71	35%	65%	65%	3%	32%	34	27	10%	-	-	90%	17%	6%	-	77%
Interaction	35	57%	43%	62%	12%	26%	43	-	-	-	-	-	40%	-	-	60%
Capitol Business College	179	55%	45%	50%	9%	41%	36	58	28%	39%	14%	19%	16%	16%	4%	64%
Modern Business College	382	48%	52%	55%	24%	21%	35	83	6%	8%	-	86%	5%	35%	-	60%
Counseling Services N.W.	194	53%	47%	53%	3%	44%	35	70	6%	16%	-	78%	10%	20%	7%	63%
Lower Columbia CAC	66	59%	41%	50%	5%	45%	38	15	7%	20%	20%	53%	9%	15%	5%	71%
Grays Harbor CAP	38	66%	34%	63%	2%	35%	35	6	33%	33%	-	34%	16%	68%	-	16%
Peninsula Community College	49	69%	31%	49%	6%	45%	35	3	-	34%	-	66%	2%	25%	10%	63%

8.1 Client Interviews at Peninsula Community College

Ron qualified for the Career Change Program for health reasons. He had been working in California for 20 years as a maintenance electrician when he suffered a back injury on the job. After applying and being turned down for several electrician jobs because of his injury, Ron and his family decided to move to Washington. After moving, Ron applied for unemployment benefits and social security disability benefits and was denied both claims. When he finally discovered and sought help from the Peninsula Career Change program he was in severe financial difficulty and his career prospects looked grim.

He began regular counseling sessions with Harriet Buchman and took a Career Planning course taught by Dick Hendry. Eventually, he developed greater confidence in himself and determined to pursue a career in Real Estate. After taking a course in real estate law and studying diligently, Ron passed the state Real Estate License exam. He then went out into the field to interview practitioners and made such a good impression that he was offered a job.

Unfortunately, Ron found out that he would have to undergo another back operation and would not be able to work for four to six months. However, by this time, Ron had become eligible for workman's compensation, and would be able to live on these benefits until he could begin working at his new real estate job.

Ron was more enthusiastic about the program than any one else we interviewed, with the possible exception of the overall program architect and director, Jack Slee. Ron clearly shows how the program can assist persons who fall in the gaps between other more established employment assistance programs.

Wayne, like Ron, had sought assistance from a variety of agencies before he discovered the Career Change Program. After sustaining an injury, Wayne was

discharged from the service in June, 1976. He looked in vain for work for seven months, and by the time he enrolled in the Peninsula program he had become angry and discouraged. Counseling sessions with Harriet Buchman helped him to deal with some of his anger, but Wayne continued to be impatient and was willing to take any job that was offered to him just to put food on the table. With Harriet's help, Wayne found a job installing garage doors. However, because his job does not give him employment benefits, Wayne continues to stay in touch with the program in the hope of finding a lead to a more satisfying job.

Wayne is typical of a number of program clients who are not capable of participating in a short term intensive career change process. It could well take him five years or more to find a productive and satisfying career area. Hopefully, by working and staying in touch with the program, he will become increasingly aware of the emotional and career obstacles he must face. There is a chance that he may become more receptive to counseling and training options and that he will begin to use the program as it is intended, not as a placement agency, but as a means for clarifying and implementing both short and long term career goals.

Wayne's situation and his experiences with the program represent an important aspect of the unemployment picture and the re-employment task that faces communities across the nation. That the Career Change Program has helped Wayne and others like him may raise technical questions concerning the Program's intent and the effectiveness of its screening process, since all contractors have admitted the kind of client whose first priority is to find immediate employment. However, it should be noted that many contractors have worked with such clients on their own time, without ever admitting them into the Career Change Program. The question as to whether the program line should be drawn for or

against such clients needs a more emphatic answer than it has received to date.

Emma provides a more legitimate example of the career change process. Emma qualified for the program because she had undergone a major operation which prevented her from doing the heavy lifting and soil mixing necessary to her landscaping business. During her counseling sessions with Harriet, Emma dealt with her frustration at having to consider a new career area, in light of the fact that she loved landscaping work and had had a very profitable business.

After one month in the program, Emma took a job working in a department store. She had been promised an opportunity to move into a management position within the store, but was forced to start out working part time performing menial tasks. She then found out that she would have to undergo more surgery.

After her operation, Emma talked to Harriet many times and was able to go back to work with a positive attitude. She soon developed the confidence to confront her boss about the fact that she was not getting the kind of work she had been promised. Some changes were made, but they weren't enough, and Emma began looking for a new position.

Before long, she found a job as a management consultant for a private employment agency. In this job, she was given a great deal of autonomy by the company, and demonstrated her ability by developing a successful branch office. Emma is now quite satisfied with her work and can look forward to growth opportunities within the company. Of course, if able to, she would go back into the landscape business. But since she can't, she has been able to make her peace with her new career area, which enables her to support her children and gives her a sense of dignity and accomplishment.

8.2 Client Interviews at Capitol Business College

Although both of the individuals we interviewed at Capitol Business College are potential career changers, they both testify to the paucity of individual career counseling and reemployment orientation activities during Capitol's first career change contract. Had these two clients received thorough services, there is reason to believe that they both could have made successful career changes.

Nancy qualified for the program because a back injury made it impossible for her to do the lifting and constant walking necessitated by her waitress job. She elected to take secretarial courses at Capitol in order to prepare for a job as a receptionist. She received little career counseling and did not participate in group work. Those missing pieces are now taking their toll. Nancy, whose back problem is preventing her from bringing her typing speed above 25 words per minute, has now found out that she will not qualify for a diploma. Although she still may manage to find a receptionist job, it appears that she may have elected an inappropriate career area. Closer monitoring of her progress could have saved her valuable time and could have assisted her in pursuing a more viable career.

Jo qualified for the program as a displaced homemaker. She had worked before in a production job, as a secretary, and as a waitress. Although she participated in a couple of counseling sessions, her major goal was to get a job as soon as she could. When a secretarial job opening occured at Capitol, Jo applied for it and was hired.

Jo's case is similar to Wayne's in that immediate employment was the primary goal for both of them. Unlike Wayne, however, Jo had done a fair amount of career planning on her own. In talking to her, we learned that her real

career goal was to set up a day care center. This information, which she easily shared with us, had not been communicated to the career change staff. Had Jo been involved in regular career counseling with access to a competent job developer, there is every reason to expect that she could have developed a more appropriate placement for herself. Even the job she took could have served as temporary employment while she took early childhood development courses or interviewed day care workers and administrators. However, lacking this assistance, Jo has put most of her energies into her present job, and very little into planning for the future.

8.3 Client Interviews at Counseling Services Northwest

Sharon qualified for the Career Change Program because she was unable to continue her career as a beautician due to health factors. She began participating in individual career counseling and attending weekly groups. Then, she elected to attend business school to prepare for a secretarial job, but was soon forced to drop out of school because she needed to earn money to pay her medical bills. She began looking for work and eventually applied for a job in a clothing store. Her interview for this position lasted for over three hours, in which time Sharon was able to describe her background and her long and short term career goals to her prospective employer. Not surprisingly, Sharon was hired. That was in June. Two months later, due to her excellent work in the store, she was promoted to be the assistant manager of the store. Sharon indicated that she was completely satisfied with her job, and attributed much of her success in finding appropriate employment to the confidence she had gained in herself through participating in the Career Change Program. Even though she has found appropriate work, Sharon continues to be an active participant in the program,

coming in frequently to talk to staff members and to share her experiences with other clients.

Ellen also qualified for the program because of medical factors. She had been working in the quality control area of a food processing plant when she discovered that she had diabetes and would no longer be able to tolerate the long and irregular hours required by her job. She participated in career counseling sessions and in relationship counseling, both of which assisted her in developing a more positive self image. Eventually, she identified respiratory therapy as a possible career direction. However, with the assistance of the staff, she decided not to pursue this option because most jobs in the area required shift work, a situation which would be incompatible with her disability. Finally, Ellen decided to enroll in a three month business program. She earned seven certificates through this program and, before long, found her present secretarial job. She was very enthusiastic about both the program and her present employment situation.

Don was an industrial electrician for twenty years before he developed allergies from working with fiberglass. He tried working at a sawmill, but still had difficulties doing his job. He clearly needed to find a clean work environment, where his hearing problems would not be a liability. In the course of his career counseling sessions, Don indicated that he had always wanted to work in a mental hospital or do some sort of service work. He was encouraged to pursue this interest and eventually found a job sorking in a residential program for handicapped persons. He was hired as a foreman and had his own crew of handicapped workers. He discovered that he had considerable ability in this area, because it enabled him to use his technical skills and help people at the same time.

Don felt that the program had helped him to take seriously all of his interests and abilities. His career plan does not stop with his present job, as satisfied as he is with it. Don is now applying for an electrical job with the state highway department, because it will pay him more and will give him the chance to work by himself in an outdoor environment. He is not giving up on his work with handicapped persons, however. As soon as he becomes eligible for social security benefits, he plans to return to the type of work he is now doing. In this respect, Don has not only discovered a new career area, which he will be able to pursue for a number of years, but he has also been able to identify a way to continue his old career for a long enough time to insure his financial stability in the future. For Don, career planning was a stepping stone to life planning. Although clearly that is what it is intended to be, it is not often that we find such a vivid example of the process as Don's.

It should be noted that it is coincidental that the above career change clients reflect involuntary career change situations based on health factors. We had hoped to interview clients making career changes based on economic or technological factors as well, but the work schedules of these clients made such interviews inconvenient. Readers who wish to explore such cases are encouraged to contact individual contractors, whose names and addresses are given in the appendix of this case history.

9.0 ADMINISTRATION AND CONTRACTOR COORDINATION

The primary responsibility for administration of the Career Change Program belongs to its director, Jack Slee. Jack is accountable to the Director of State Programs for supervision of the contractors. During the first contract period, Jack's supervisory techniques consisted of the following:

-- evaluation of all forms submitted by contractors, including eligibility justifications, training arrangements, service plans, placement results, and billing procedures;

-- conception and implementation of three contractor meetings to explain details of the program and answer questions;

-- bimonthly site visits to the contractors; and

-- ongoing monitoring of the contractors by telephone.

Many contractors, especially those receiving CETA funds and documentation forms, expressed frustration with the number of forms that needed to be completed. Some contractors felt that there was an inappropriate amount of complaining from the state about how forms were being completed. In response to this, a manual describing how to complete CETA and State forms was written and distributed to contractors.

Contractors felt that program definitions were initially vague and indicated that they had trouble getting answers to their questions in the first phases of the contract period. Although the contractors felt that the three Program-wide meetings had been somewhat helpful, everyone we interviewed saw a need for more Program meetings in the new contract period. These are needed, they indicated, not only to answer questions and iron out administrative problems, but to give contractors the opportunity to share their experiences and techniques.

All the contractors we interviewed felt that Jack Slee had been responsive to their concerns, either through telephone conversations or site visits. However, they expressed concern that high level personnel in Employment Security were making decisions about the Program without understanding its needs. Con-

tractors saw the need for more frequent site visits, which would involve the Program Director as well as his supervisors.

In addition to these general comments about program supervision, contractors had many specific suggestions about how communication and cooperation between contracting agencies could be improved. Among these suggestions were:

-- a Program newsletter informing contractors of policy changes, program successes, exemplary techniques, etc.;

-- a Program job bank and training inventory to facilitate an equitable transfer of a client from one contractor to another when this is in the best interest of the client;

-- a Program policy which would encourage, if not require, sharing of successful program techniques and services among contractor staffs; and

-- a Program process by which contractors can, as a body, make suggestions to and ask key questions of the Program Director and his supervisors.

Some of these general and specific suggestions have already been addressed in the RFP for the next contract period. Section 12.0 of this case history describes anticipated changes in the Career Change Program for the new contract period.

10.0 INTERNAL AND EXTERNAL EVALUATIONS

An internal CETA evaluation of the six career change contractors utilizing CETA (balance of state) monies was conducted on December 6 - 10, 1976 by the State Office of Community Development. The evaluation generally found that all six contractors were complying with CETA requirements in delivering career change services.

An internal Program evaluation was sent out to 1,100 career change clients in June , 1977. Because this evaluation has not yet been completed, readers are referred to the Program Administrator for up-to-date results of the evaluation.

No external program evaluation was conducted during the initial contract period. However, a proposed Career Change Program Evaluation by Seattle University is currently being considered by the Department of Employment Security.

11.0 THE FUTURE OF THE PROGRAM

A number of key changes will be made in the Washington State Career Change Program during its second contract period from October 1, 1977 - June 30, 1979. As can be seen from the new legislation (see Appendix, Exhibit B), there are no stipulations requiring that contractors be private agencies. Public institutions such as community colleges may respond to the new RFP. Moreover, up to 15% of the new contracts can be awarded to local employment security offices, provided that these offices are located in areas not previously served by the Career Change Program.

Unlike the last contract period which involved primarily CETA funds, new contracts will involve strictly state monies. This will result in less paperwork and fewer regulations for the contractors, and will give the Program administrators more flexibility in making decisions about contractor performance. Some $940,100 has been allocated to the Career Change Program for its next contract period. This represents an increase of approximately $265,000 in funding over the $675,000 received during the last contract period.

As for program services, more emphasis will be placed on structured and intensive workshops, particularly at the beginning of the client's program. For

example, all contractors must provide clients with a Career Change Orientation Workshop; this workshop must involve at least 40 hours of programming designed to help clients overcome the trauma of unemployment and involuntary career redirection. Contractors may decide to enroll clients before or after they complete this workshop.

Contractors must also offer clients a structured Job Search Strategies Workshop. This workshop must be 20-40 hours in duration and must equip clients with concrete job search skills, as well as strategies for matching marketable skills to available job and training opportunities.

Program testing services have been recently scrutinized by the Program Administrator and the Employment Security staff. Although there is still some question as to whether a Program-wide vocational testing battery is feasible, contractors have been required to budget for test development costs in case a decision is made to contract for testing services and materials. Such a decision may be forthcoming from current negotiations for an occupational exploration testing contract with the Washington Occupational Information Service, a private Washington firm.

Eligibility requirements will remain the same as they were in the first contract period, with two important exceptions. Displaced homemakers will be eligible for the program, provided that they have been forced to seek employment as a result of separation, divorce or death of a spouse. Unemployed persons who have been discharged from the armed forces will also qualify for admission to the program.

In addition, two changes have been made in placement and follow-up criteria. In order for clients to be considered Program completers, they must make occupational changes which are reflected by a change in the first three.

digits of the DOT code, and they must be working in their new positions 60 days after placement. These modifications will encourage contractors to assist their clients in making full scale career changes into stable and secure positions.

Another important Program change requires mandatory contractor participation in orientation, training, and brainstorming sessions. A two-day orientation program will involve distribution of a Program Policy Manual and discussions about key guidelines and procedures. During this orientation, contractor staffs will be able to interact and share concerns with one another; they will also have formal and informal opportunities to question the Program Director about specific issues which require clarification or explanation.

In addition to the orientation program, one two-day and six one-day workshops will be given during the contract period. Some of these workshops will be in-service training sessions in which Career Change staff members will learn new vocational assessment and career counseling techniques, and will explore a variety of situational, psychological and medical factors which may be affecting their clients. Other workshops will be devoted to information exchanges and discussions to resolve specific Program difficulties.

As the above changes are implemented, the Washington State Career Change Program will reinforce many of the weak areas which hampered the Program's effectiveness during its pilot phase of operation. Some of the improvements in client services which can be expected are:

-- more effective selection of clients in the intake phase;

-- a more thorough client orientation procedure;

-- counseling services more responsive to the whole-person needs of career change clients;

-- more thorough and effective job search techniques; and

-- job development strategies more closely geared to full-scale career change opportunities.

Program improvements will also assist individual Career Change staff members in becoming:

-- more familiar with new career counseling and assessment techniques;

-- more aware of overall Program guidelines and requirements;

-- more willing to interact personally and professionally with colleagues from other agencies; and

-- more aware of what other contractors are doing and how to learn from their experiences.

The Program administration will also benefit from these improvements in that there will be:

-- less administrative time spent on paperwork;

-- more administrative time devoted to regular site visits to contractors;

-- more administrative awareness of the strengths and weaknesses of contractor staffs; and

-- more administrative responsiveness to the mutual concerns of contractors.

Moreover, the Program can look forward to the insight and objective feedback of outside persons such as:

-- inservice training workshop leaders and speakers;

-- test development personnel; and

-- professional evaluators outside State government.

Although such improvements are necessary to insure the continued success of the Program, it is important to remember the extent to which the Program has already met and, in many cases exceeded, its original goals. Over 800 unemployed men and women have been assisted in finding viable employment. And 665 of these individuals have been assisted in the more difficult task of redirecting their career and life goals. This is an accomplishment which very few employment programs have been able to equal. Yet, given the fact that the Washington State Career Change Program is the only one of its kind in the nation, the success of its pilot phase is indeed remarkable. Clearly, it should serve as a model for other states seeking to address the needs of their involuntarily unemployed citizens.

12.0 REFERENCES

The following documents and publications contain additional information about the Washington State Career Change Program:

Slee,John F. "Career Change: Innovative Approach to Reemployment," Industrial Gerontology, Spring, 1977.

Progress Report, State Programs, Washington State Employment Security Department; January, 1977.

Program Evaluation, Washington State Office of Community Development, January, 1977.

Career Change Program Request for Proposals, Washington State Employment Security Department; 1975 and 1977.

13.0 APPENDIX

13.1 Exhibit A

Original Career Change Legislation

1975-1977

$150,000 of the general fund appropriation--state and $600,000 of the general fund appropriation--federal contained in this section shall be expended to implement the intent of the legislature that new and innovative efforts be made to assist, through concentrated and more effective use and coordination of federal, state, and local government training and employment programs, those persons in the state of Washington who are unemployed and who, to again become productively employed, must make career changes for economic, technological, or health reasons. It is also intended that these efforts be concentrated principally toward the utilization of existing government programs and facilities and particularly the CETA programs and related programs and facilities of the departments of social and health services and employment security.

The appropriation contained in this subsection is to fund a pilot program that shall include career change centers that will provide diagnostic services, family, resource and situational counseling, supporting services, job training, and search and placement for the target population.

The department of employment security shall be responsible for contracting and management of this program and other involved state agencies shall provide program and facilities support as determined reasonable and necessary by the department of employment security.

The planning and community affairs agency shall provide to the department of employment security the necessary CETA funds required to implement this prc ram including counties with a population of 100,000 or less.

The career change center component of this program shall be let for competitive bid to qualified private educational and manpower training agencies with the contracts to specify performance criteria and substantial financial penalties for nonperformance.

A report on the activities and progress of this program shall be made to the standing ways and means committees no later than December 1, 1975, and December 1, 1976, including, but not limited to:

(a) The contractors assigned;

(b) The amount and purpose of the contract; and

(c) A detailed description of services performed.

13.2 Exhibit B

1977-1979 Career Change Legislation

(3) Not more than $3,200,000 shall be expended to continue the work orientation program, including employment orientation, ex-offender, career change, and severely disabled/mentally retarded. The department shall contract for the programs. Contracts awarded under this subsection shall contain performance specifications and financial penalties to the contractor for nonperformance. The contracting process shall stress past performance by potential contractors in the implementation of these programs. A legislative review committee comprised of the majority and minority leaders of both houses, the chairman of the appropriations committee of the house, and the chairman of the ways and means committee of the senate shall be created to audit the performance of the programs and contracting agencies. A report on the performance of the program shall be made to the legislature no later than January 1, 1978, and January 1, 1979.

13.3 Exhibit C

Brief Description of "Start Up", A Re-employment Program for Laid-Off Boeing Workers

Start Up, a program funded by the United Way to help re-employ Boeing workers, began in September, 1972 under the direction of Mike McManus (now President of Interaction). The program was a response to community and state-wide concern about the fate of the 70,000 employees who had been laid off from Boeing. Moreover, 50% of Boeing-related industry had closed down, causing massive unemployment in the Seattle area.

Start Up operated a crisis intervention center, a job bank, family and career counseling services, and self-placement assistance. The program served approximately 14,000 individuals at the rate of 50 people per day. About 23% of the total participants were assisted in finding employment.

According to Mike McManus, the key to the program's success was the fact that it employed 25 unemployed clients as staff persons. These individuals had a great deal of insight into and empathy for the personal, family, and employment problems of their peers. All staff members received 100 hours of training in crisis intervention techniques. Each counselor worked as a client advocate, staying with a given number of clients from the time they walked in the door till they were ready to leave the program. All other program support persons worked through these client advocates in order to maintain the responsiveness and continuity of services.

Moreover, City, County, and State agencies assigned CETA employees to the program, and United Way contributed a variety of professional staff from its member agencies. Such community-wide support, combined with the dedication of program staff members, made the program a tremendous success for all concerned.

13.4 Exhibit D

Letter From A Displaced Homemaker

To Whom It May Concern:

After having worked at my job for 29 years I was told I was dismissed. My employer no longer cared about having me on the job, and he had someone new that could do it better than me.

Little did I realize when I was 17 and signed a contract with this person before God that the contract was not worth the paper it was written on.

When you take a job and sign a contract you expect it to be legal and binding, but I have found out that you must look into the conditions very carefully. For instance most of us look at benefits first then retirement and pension. I have found out after 29 years the job I had provides very little along these lines. For instance, I have found that if you have acquired any property during these years and it comes time to retire you for a new model you are then given a choice of keeping your home or taking a very small pension.

When men go to work for a company like Weyerhauser they have their work, new benefits every two years, more medical, dental, hospitalization, retirement pension, and the property they acquire during this time is theirs plus they know they can retire with very reasonable medical coverage to take care of their physical needs, and a pension plus social security to live on the rest of their days.

I think this is most marvelous and well-deserved. It is called human rights and dignity.

On the Job I chose way back, I have found none of these qualities--no medical coverage, no pension, no social security, and no paid work experience. I was only able to keep my home which is not paid for, and my car. Now, I had not been trained to do any other job and I am finding that the skills I learned on this job do not qualify me for much else on the job market.

In the course of these many years I have learned I have a terminal illness and don't know how long I will be able to do any kind of work. My outlook is very poor. Will I have to sell my home and go on welfare?

This career is the only one I know of with such poor working conditions. It is called marriage. We should have some recourse in that if a man wants to replace his spouse, he should at least take the responsibility of providing for medical and dental coverage and a pension like any other employer who has had someone work for him all those years.

It has not been an easy job, and I feel like I have been cheated of my human rights. I now face the fact of being a person stripped of human dignity. Society does a lot for wayward teenagers and senior citizens, but other people in America are suffering today because of a very bad lack in our laws. We have no one to form a union or to take our interest to heart and to care about us. We are the 40- to 60-year-old women who are no longer of any value to society or family.

A Displaced Homemaker

13.5 Exhibit E

Names and Addresses of Contractors and Staff Persons Interviewed

CAREER CHANGE PROGRAM
Work Orientation Programs
Washington State Employment Security Department
Dawley Building
Olympia, Washington 98504
(206) 753-1197

We interviewed: Jack Slee, Assistant Project Director, Work Orientation Programs and Career Change Program Administrator
Alan Cowan, Work Orientation Programs Manager*
Steve Hawk, Staff Person, Work Orientation Programs

Name of Contractor	Persons Interviewed
SCHWARY & ASSOCIATES 2819 First Avenue, Suite 200 Seattle, Washington 98121	George Schwary Richard Friedman
INTERACTION, INC. Alterra Building 1370 Stewart Street Seattle, Washington 98109	Mike McManus Tom Sherfinski
CAPITOL BUSINESS COLLEGE 815 E. Olympia Olympia, Washington 98504	Mike Moises Donna Hill
MODERN BUSINESS COLLEGE 127 W. Kennewick Avenue Kennewick, Washington 99336	Joe Jarrell Ted McLean
COUNSELING SERVICES NORTHWEST 604 S. 3rd Street Mt. Vernon, Washington 98273	Bill Meagher John Huemmer Victoria Shook Vie Meagher
LOWER COLUMBIA COMMUNITY ACTION COUNCIL 1516 Hudson Longview, Washington 98632	Marilyn Melville Judi Raiter Nancy Michele
PENINSULA COMMUNITY COLLEGE 1502 E. Lauridsen Boulevard Port Angeles, Washington 98362	Dick Hendry Harriet Buchman

*Succeeded by Kathy Friedt, Work Orientation Programs Manager